



“The Victorian Port City”

Cooperation, Collaboration and Consolidation Plan



January, 2013

Cooperation, Collaboration & Consolidation Plan

Table of Contents

Introduction	3
Update on Previous Year Plan(s) to Increase Level of Cooperation, Collaboration and Consolidation	5
Filer Charter Township Sewer Agreement	5
Update on Filer Charter Township Sewer Agreement.....	6
West Shore Community College Training Consortium.....	6
Update on West Shore Community College Training Consortium	6
Mutual Aid for Fire with Filer Charter Township	7
Update on Mutual Aid for Fire with Filer Charter Township.....	7
New Plan(s) to Increase Level of Cooperation, Collaboration and Consolidation.....	8
Sewer Extension into Manistee Township.....	8
Ambulance Service to Filer Charter Township	8
Automatic Mutual Aid to Manistee County Blacker Airport	9
Previous Service Cooperation, Collaboration and Consolidation Efforts	10
Police.....	11
Fire\EMS.....	13
Public Works\Utilities.....	15
Parks & Recreation	17
Administration	18
Economic Development.....	20

Cooperation, Collaboration & Consolidation Plan

Introduction

Welcome to the City of Manistee *Cooperation, Collaboration and Consolidation Plan*. As part of Governor Snyder's and the Legislature's initiative to reform local government and revamp statutory state revenue sharing, communities are required to produce this document in order to receive this State funding.

Beyond the statutory requirement, these documents will be useful to assist citizens in understanding the City's past and planned efforts in these areas.

The statute; Public Act 200 of 2012, specifically states:

Category 2, consolidation of services, requires each eligible city, village, township, or county to certify by February 1, 2013, or the first day of a payment month for this category, that it has produced a consolidation plan. The consolidation plan shall be made readily available for public viewing in the city, village, township, or county clerk's office or posted on a publicly accessible Internet site. Each city, village, township, and county applying for a payment under this category shall submit a copy of the consolidation plan to the department of treasury. At a minimum, the consolidation plan shall include the following:

(i) For a city, village, township, or county that is submitting a consolidation plan for the first time, the plan shall include a listing of any previous services consolidated with an estimated cost savings amount for each consolidation. In addition, the plan shall include 1 or more new proposals to increase its existing level of cooperation, collaboration, and consolidation either within the jurisdiction or with other jurisdictions, an estimate of the potential savings amount, and a timeline for implementing the new proposal.

(ii) For a city, village, or township that submitted a consolidation plan in the previous fiscal year, the plan shall include an update on the status of the new proposals that were in the previous year's consolidation plan, including whether or not the previously proposed plan has been fully

Cooperation, Collaboration & Consolidation Plan

implemented, a listing of the barriers experienced in implementing the proposal, and a timeline of the steps to accomplish the proposed plan. In addition, the plan shall include 1 or more new proposals to increase its existing level of cooperation, collaboration, and consolidation either within the jurisdiction or with other jurisdictions, or a detailed explanation of why increasing its existing level of cooperation, collaboration, and consolidation is not feasible.

Cooperation, Collaboration & Consolidation Plan

Update on Previous Year Plan(s) to Increase Level of Cooperation, Collaboration and Consolidation

The City has a history of constantly looking for opportunities to collaborate, whether with Federal, State or Local Governments, or with the private sector. Recently, severe revenue and cost pressures have accelerated this trend.

Last year, as part of its EVIP submission, the City proposed several new proposals for increasing the level of cooperation, collaboration and consolidation. These proposals are listed below along with an update on their status.

Filer Charter Township Sewer Agreement

The City negotiated a complex agreement with adjacent Filer Charter Township to extend sanitary sewer service into the township to service the business district. The agreement was the end result of many years of discussion. It was approved on August 16th, 2011. This agreement will take approximately 18 to 24 months to complete, assuming contingencies are met along the way. When complete, the City of Manistee wastewater treatment plant will treat Filer Charter Township effluent and operate the new collection system and both communities will share in the benefit of the new business growth that occurs.

- This agreement leverages the City of Manistee's extensive investment in its wastewater treatment plant and prevents Filer Charter Township from having to construct its own plant.
- Estimated cost savings are \$10,000,000 in capital costs avoided to not build another plant, and \$400,000 annually to operate such a facility.
- The agreement also eliminates the need for another NPDES permit to discharge into either Manistee Lake or other surface water bodies.

Cooperation, Collaboration & Consolidation Plan

Update on Filer Charter Township Sewer Agreement

The City and Filer are moving forward with the sewer agreement and barring any unforeseen circumstances or an inability to fulfilling conditions precedent in the agreement(s), a spring 2013 start of construction is expected with substantial completion by the end of 2013. The agreement between the City and Filer was amended once since the original agreement to address some minor issues. Filer has secured a USDA Rural Development loan commitment for forty years to finance the collection system. Filer is working on establishing the special assessment district in the Township and the City continues with preliminary engineering to accommodate the hook up into our collection system and wastewater treatment plant.

There were many difficulties experienced in putting this deal together. However, the foremost one was finding an appropriate State enabling statute to allow the type of cooperation that both communities envisioned. Specifically, it was difficult to craft an agreement that allowed for sharing equitably in the growth, i.e. additional tax revenue, which will result from the sewer extension. Other difficulties included working with both the Township and the Township's DDA, coordinating the agreement with the funding\financing agency (USDA) and garnering community support in the Township.

West Shore Community College Training Consortium

The City is working with Westshore Community College and local law enforcement officials to develop a program to provide officer training to Manistee and surrounding counties.

- This training consortium would deliver these programs at a lower cost in a more convenient location.
- Annual cost savings for all parties = \$20,000

Update on West Shore Community College Training Consortium

Although discussions on this matter were held, ultimately the consortium was not created. Due to the large number of entities needed for the consortium to make

Cooperation, Collaboration & Consolidation Plan

sense financially and logistically, the resultant complexity of the negotiation precluded the consortium from getting enough participants to be viable. However, as a result of these discussions, West Shore Community College was able start providing some essential training classes free of charge to local law enforcement. Examples of classes provided were:

- First aid
- Domestic violence
- Legal updates
- Digital evidence collecting

Mutual Aid for Fire with Filer Charter Township

The City approved an automatic mutual aid agreement with Filer Charter Township on December 6, 2011. This agreement dispatches men and equipment to the scene of a fire in one jurisdiction from the other automatically.

- This agreement allows both communities to have a more effective fire response without having to hire additional fire personnel or purchase redundant equipment.
- The agreement also works to improve our ISO insurance rating.
- Estimated annual cost savings = \$50,000+

Update on Mutual Aid for Fire with Filer Charter Township

This agreement is in place and working well. The ability to have more trained firefighters respond to the scene of a structure fire not provides a higher level of safety and service to the residents and enhances the safety of the first responders. Over the last year, Filer has responded to calls in the City of Manistee approximately six times, and the City of Manistee has responded to calls in Filer Charter Township approximately three times. In at least one of these responses, City personnel and equipment were on scene in Filer several minutes before Filer's paid on call force arrived. Minimal hurdles were encountered in crafting this agreement because there was little financial impact, broad agreement on the benefits to be gained and it was a relatively proven method of cooperation. The City has not been rerated for ISO, so the impact here is yet to be determined.

New Plan(s) to Increase Level of Cooperation, Collaboration and Consolidation

Sewer Extension into Manistee Township

The City currently provides water service along the US 31 corridor in Manistee Township, extending as far as the south west corner of the airport. The City also provides sewer to the corner of US 31 and M-55, as well as providing service thru a County-owned force main to West Shore Medical Center, Manistee County Medical Care Facility, Northwest Michigan Health Center and the County Jail.

The force main to these county facilities is aging and will require replacement in the near future. It also cannot be hooked into and therefore cannot support economic development along this commercial corridor. There has been discussion for several years about how to extend service into this area.

Currently, the Little River Band of Ottawa Indians (LRBOI), City of Manistee, Manistee County and Manistee Township are in discussion to have the LRBOI pay for an extension of their wastewater collection system into Manistee Township to service the commercial corridor. Each of the governments involved has passed a non-binding resolution of support committing the parties to work on an agreement to move the project forward.

It is likely to take up to a year to negotiate an agreement acceptable to all parties. If that hurdle is overcome, designing, engineering, bidding and construction of the collection system could take up to eighteen months.

Ambulance Service to Filer Charter Township

Filer Charter Township is working towards providing basic life support transport (BSLT) services to its residents. The City of Manistee is on the verge of becoming an advanced life support transport (ALST) agency. The City is in preliminary discussions with Filer for the City to provide ALST service in Filer Charter Township. If this deal goes thru it will mean:

Cooperation, Collaboration & Consolidation Plan

- More revenue for both the City and Filer
- Better EMS service to Filer Twp. Residents

Providing ALS transport to Filer could generate between \$20,000 and \$40,000 per year for the City. The cost would be neutral for Filer, but they would receive faster service than the current provider. It is hoped that the City could start providing this service by the end of 2013.

Automatic Mutual Aid to Manistee County Blacker Airport

Manistee County is served by Manistee Blacker Airport, about 5 miles to the north of the City of Manistee in Manistee Township. Currently, Manistee Township's paid on call fire department provides fire and rescue services to the airport. The County is pursuing an agreement to have the City of Manistee and provide automatic mutual aid to Blacker Airport in the event of an emergency.

Pursuing a mutual aid agreement was an initiative that came out of critical analysis of an FAA required strategic joint training session several months prior, which simulated a commercial airplane crash at the airport. In addition to this training, the Manistee County Firefighters Association has secured grant funds for additional joint training at the airport.

If this deal goes thru, it will mean:

- Significantly better service to the Airport at no increased cost

It is anticipated that the City could start providing this service by the end of 2013.

Previous Service Cooperation, Collaboration and Consolidation Efforts

The prior year (2011) statute required that the City include a listing of any previous services consolidated with the cost savings realized from each consolidation. Although not required explicitly in the 2012 EVIP program, we have chosen to reproduce it here for the benefit of the reader.

It should be noted that not all cooperation efforts result in a savings to the City; but rather the majority of the benefits may accrue to the partner(s) in the effort. All cost savings figures are estimates only.

The list of cooperative efforts is broken down by functional areas including: Police, Fire & EMS, Public Works\Utilities, Parks & Recreation and Administration.

Cooperation, Collaboration & Consolidation Plan

Police

The City of Manistee operates a full-time police department. It has 12 sworn officers including the public safety director, and a half-time clerical staff. The department has been reduced from 17 to 12 FTE since 2004. In spite of this significant reduction, the department continues to provide a high level of service, in part because of the collaborative efforts listed below:



1. The Manistee Police and Fire\EMS departments share a single Public Safety Director instead of having two separate chiefs.
 - Estimated annual savings = \$100,000
2. Manistee County operates a centralized, county-wide central dispatch. The City participates in this effort.
 - Estimated annual savings = \$200,000+
3. Manistee County operates a centralized jail. The City utilizes the jail instead of operating its own.
 - Estimated annual savings = \$1,000,000+
4. There is a county-wide, centralized records management system that is housed at the Little River Band of Ottawa Indians (LRBOI). This was the result of a grant project spearheaded by the LRBOI. The City participates in this effort.
 - Estimated annual savings = \$15,000

Cooperation, Collaboration & Consolidation Plan

5. The City participates in the SSCENT narcotics team (State, Sheriff's, Chiefs Enforcement Narcotics Team). It provides on full time officer to the program.
 - Estimated annual savings=\$58,000
6. The City has mutual aid agreements with the county sheriff. This provides additional coverage in the City if needed.
 - Estimated annual savings = \$5,000
7. The City has a working partnership with the tribe to share on duty resources and double up to save overtime costs.
 - Estimated annual savings = \$10,000
8. The City and LRBOI have an agreement whereby the City hires tribal officers on a part time basis to allow them to maintain the MCOLES certification. This allows the City to have more officers on the street and is funded by the LRBOI.
 - Estimated annual savings = \$15,000
9. The City shares it's in house police instructors with other agencies at no cost for training.
 - Estimated annual savings = \$5,000
10. The City is training its police officers to be Firefighter 1 and 2 and Hazardous Materials certified in order to assist the Fire Department at the scene of a fire. This additional manpower allows the fire department to function at a higher level without having to hire additional full-time staff.
 - Estimated annual savings = \$80,000+

Cooperation, Collaboration & Consolidation Plan

Fire\EMS

The City operates the only full-time, professional Fire & EMS department in the County. It has a total staff of 7.5. The department has been reduced from 9.5 to 7.5 since 2006. In spite of this significant reduction, the department continues to provide a high level of service, in part because of the collaborative efforts listed below:



1. The Manistee Police and Fire\EMS departments share a single Public Safety Director instead of having two separate chiefs.
 - Estimated annual savings = \$100,000
2. The City has mutual aid agreements with neighboring communities to provide the City's aerial lift ladder truck. The City's aerial lift is the only one in the County and prevents other departments from having to procure duplicative equipment.
 - Estimated annual savings = \$50,000
3. The City participates cooperatively with the Onkama Township Fire Department to have access to a "Jaws of Life" truck that allows emergency access to vehicles involved in an accident.
 - Estimated annual savings = \$30,000
4. The City provides Basic Life Support Transport which helps support the county- wide EMS operation, including taking some of the pressure off of West Shore Medical Center's transport operations.
 - Estimated annual savings = \$20,000
5. The City has a partnership with West Shore Medical Center to provide the City with an ambulance in the event that ours is down for a repair.

Cooperation, Collaboration & Consolidation Plan

- Estimated annual savings = \$5,000
6. A CARE TRACK system funded by a local revenue sharing grant has been provided county- wide through the City. Tracking devices are provided to at risk patients and can then be used to track them if they go missing.
 - Estimated annual savings = \$1,000
 7. The Fire\EMS department handles after hour water emergency calls for the City of Manistee Water & Sewer Utility.
 - Estimated annual savings = \$10,000
 8. The City contracts with the Manistee County prosecutor to prosecute City crimes.
 - Annual estimated savings = \$50,000

Cooperation, Collaboration & Consolidation Plan

Public Works\Utilities

The City operates a full-time Department of Public Works with several divisions including Public Works, Streets, Utilities, Parks and Motor Pool. It has a total staff of 23. The department has been reduced from 28 to 23 since 2001. In spite of this significant reduction, the department continues to provide a high level of service, in part because of the collaborative efforts listed below:



1. The City of Manistee collaborates with the Manistee County Road Commission (MCRC) on a variety of projects. The MCRC performs services for the City such as crack sealing, beach leveling and road reconstruction. The DPW performs services for the MCRC such as street sweeping.
 - Estimated annual savings = Varies, but at least \$25,000 per year
2. The City of Manistee provides street sweeping services to the Village of Onekama, Village of Bear Lake and Village of East Lake.
 - Estimated annual savings = \$2,000
3. The City of Manistee provides the use of its beach cleaner to the Village of Onekama, Filer Township (Magoon Creek) and the Little River Band of Ottawa Indians.
 - Estimated annual savings = \$2,000
4. The City DPW supports police\fire activities with barricades and hydrant flushing.
 - Estimated cost savings = \$10,000
5. The City DPW operates a motor pool which maintains all City vehicles.
 - Estimated cost savings = \$30,000

Cooperation, Collaboration & Consolidation Plan

6. The City works cooperatively with local citizens and schools to assist in the planting of “Blossom Boulevard” along US-31 through downtown Manistee.
 - Estimated cost savings = \$15,000
7. The City works cooperatively with the Main Street\DDA, Manistee Area Chamber of Commerce and other organizations to provide support for various festivals and events throughout the year, including the Manistee National Forest Festival and the Port City Festival.

Cooperation, Collaboration & Consolidation Plan

Parks & Recreation

The City operates a full-time Parks Department. It has a total staff of 2, plus seasonal help. The department has been reduced from 3.5 to 2 since 2003. In spite of this significant reduction, the department continues to provide a high level of service, in part because of the collaborative efforts listed below:



1. The City of Manistee participates in the operation of the Paine Community Pool owned by the Manistee Area Public Schools. The City contributes \$40,000 per year towards the operations and maintenance of this facility.
 - Annual cost savings = \$170,000
2. The City does not operate summer recreational programs. Instead, it partners with organizations to provide these services. Baseball programming and field maintenance is provided thru a variety of partnerships, including Manistee County Little League, Manistee Recreation Association, Manistee Saints and Manistee Catholic Central schools.
 - Annual cost savings = \$10,000
3. The City helps fund the Manistee Recreation Association which provides a variety of county-wide youth sports programming, including soccer, swimming, baseball & tennis. It does not provide recreation programs thru its own staff.
 - Annual cost savings = \$75,000
4. The City and Manistee Area Public schools jointly pay for the maintenance of the tennis courts at the City-owned Sands Park adjacent to the Manistee Middle School.
 - Annual cost savings = \$3,000

Cooperation, Collaboration & Consolidation Plan

Administration

City administration includes the offices of City Manager, Clerk, Finance, Assessing and Community Development. It has a combined total staff of 10.5. Total staffing has been reduced from 12.5 to 10.5 since 2009. In spite of this significant reduction, the departments continue to provide high levels of service, in part because of the collaborative efforts listed below:



1. The City contracts with Manistee County to maintain tax maps, assessment roll maintenance, and print tax rolls, tax bills and notice of assessment changes.
 - a. Annual cost savings = \$10,000
2. The Finance Department provides front line IT support City-wide with a contractual consultant providing needed technical, project and backup support.
 - a. Annual cost savings = \$12,000
3. The Finance\Treasurer and Clerk departments share staffing and are largely cross-trained. This results in fewer personnel needed.
 - a. Annual cost savings = \$70,000
4. The City collaborates with MSU extension, LRBOI, Manistee County Planning Department and local Zoning Administrators to bring Land Use Training to the region for appointed and elected officials. This results in lower-cost training and better trained officials.
 - a. Estimated annual savings = \$5,000

Cooperation, Collaboration & Consolidation Plan

5. The City worked with Manistee County and Wexford County to share GIS services.
 - a. Estimated annual savings = \$5,000
6. The City participates in a Cooperative Weed Management Authority; a three county steering committee to address control and eradication of invasive species.
 - a. Estimated annual savings = \$2,000
7. The City participates in a Household Hazardous Waste Committee; a three county steering committee to provide opportunity to safely and properly dispose of potential environmental contaminants.
 - a. Estimated annual savings = \$2,000
8. The City provides building inspection services for the County MSHDA Program.
 - a. Estimated annual savings = \$3,000
9. The Community Development office provides internal assistance to other City departments in areas such as: Community Recreation Plan, GIS, Building Management, Web Page updates and various inspections.
 - a. Estimated annual savings = \$5,000+

Economic Development

After a decade or more of economic malaise and decline in Michigan, signs are emerging of an economic recovery. Local economic development efforts cannot be done in a vacuum, but rather have to be collaborative and inclusive by their very nature. The City of Manistee is at the forefront of implementing best economic development practices.



1. The City and County jointly fund the Alliance for Economic Success which serves as the economic development office for the area. The AES provides a wide variety of services to the community and is recognized across the state as a model organization.
 - a. Estimated annual savings = \$85,000
2. The City turned over ownership of its airport to Manistee County thru a negotiated agreement. This important driver of economic development is better suited as a regional, rather than City, asset.
 - a. Annual cost savings = \$200,000+
3. Developers have the ability to choose between the Manistee County and City Brownfield Redevelopment Authorities when they are considering a redevelopment project, providing them with needed flexibility.